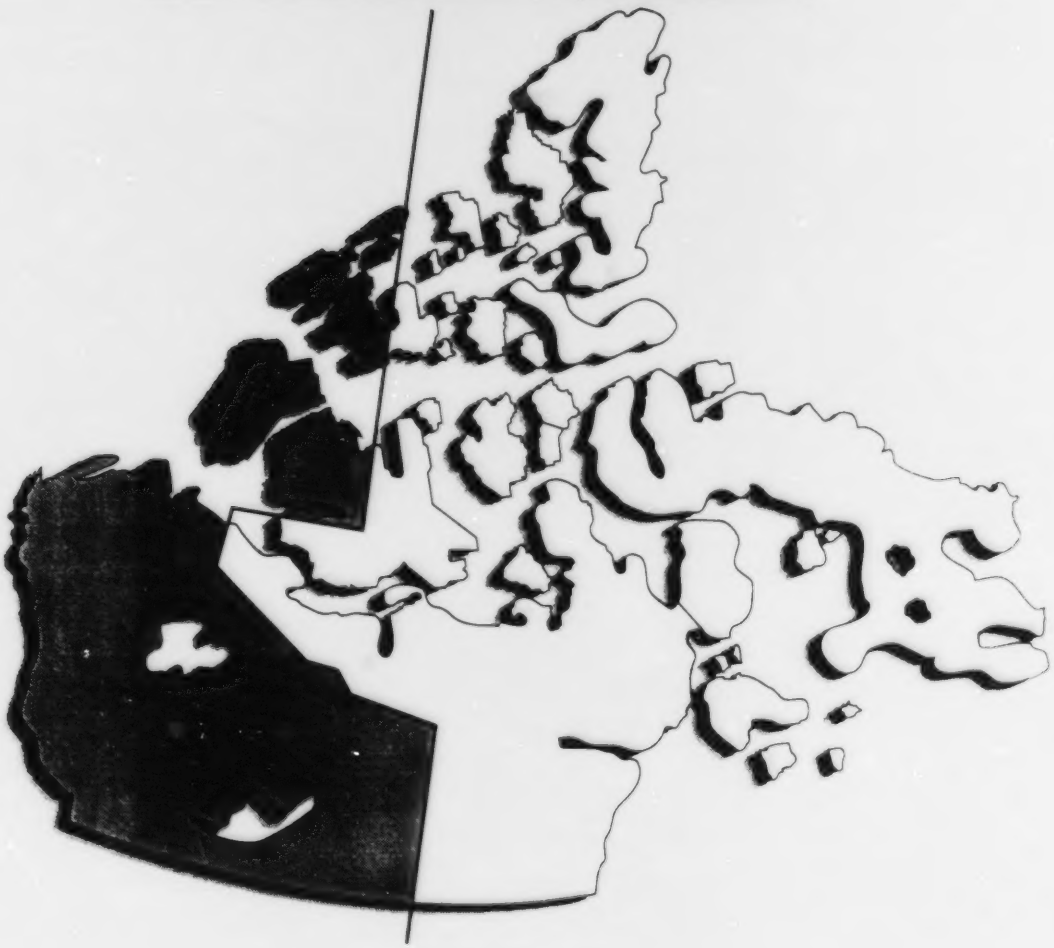
TRANSITION TO A *NEW* WESTERN TERRITORY



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PREPARED FOR WESTERN CAUCUS
LEGISLATIVE ASSEMBLY OF THE NWT

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TRANSITION TO A NEW WESTERN TERRITORY

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Section 1

Executive Summary

Topic:

There is a perception in the West that the main focus to date has been on measures required to establish a Nunavut Territory. It is time to address this perception and rebalance the focus to demonstrate that measures are being taken by Western Ministers and the Western Caucus to ensure the smooth transition to a new Western Territory.

Factors:

This report is an initial attempt at bringing some perspective to the wide array of challenges facing Western Ministers and the Western Caucus. It has been designed to facilitate action and suggests where work needs to begin. More specifically, the report should be viewed as a tool to guide and coordinate the transitional planning which will be required in the West prior to and after April 1, 1999.

Because of the breadth of the topic, this report must be viewed as a starting point only. It is not a comprehensive blueprint for the next eighteen months, but rather a document to help focus discussion aimed at launching the necessary work. As such, the report is not intended to:

- replace ongoing Ministerial accountability or the authority of the Legislative Assembly, including the Western and Nunavut Caucuses;
- displace the administration and transition planning already underway; or
- undermine the work of other forums, such as the Constitutional Working Group or the Aboriginal Summit and the Western Coalition Members.

This report identifies a number of transition issues which require serious consideration by Western Members. In some cases, early decisions will be required to confirm the recommendations proposed and to provide direction on implementation which will involve Western MLAs, the Western Caucus, Western Ministers and the GNWT administration.

More specifically, Western Ministers and the Western Caucus will have to take the following into account in developing and implementing transition planning:

- territorial and national issues or initiatives which will impact on transition planning;

- the evolving mandates and roles of Western institutions of government, including the mandates and roles of Western Ministers and MLAs;
- the future relationships between the Western and Nunavut governments, including programs and services which may be delivered by the West to Nunavut residents after April 1, 1999;
- budget preparation, review and approval leading up to and after April 1, 1999, including the respective roles of Ministers and Members before April 1, 1999;
- the kinds of human resource and economic adjustments which should factor into transition planning and implementation;
- federal and provincial intergovernmental relations matters, including the appointment of a Western Commissioner and Senator and affirming the West's status in various intergovernmental forums;
- ongoing liaison with Western stakeholders who have an interest in transition planning arrangements; and
- communications planning and implementation to demonstrate to the West, Nunavut and the federal government that Western Caucus is representing Western interests in the transition to two new territories.

In addition, decisions are required on "process" measures required to coordinate and manage Western transition measures as well as resources required for their effective implementation. This report proposes that a balance is required between the role of the Western Caucus, which will need to review and provide advice on transition measures and strategies, and Western Ministers who will have "operational" responsibility to develop and implement transition measures, while keeping the Western Caucus fully involved.

Recommendations:

A complete listing of this report's recommendations is contained in Appendix II. For the purposes of this Executive Summary, the following are key recommendations for consideration:

- That by January 1, 1998 at the latest, Western Ministers and the Western Caucus will make decisions on their roles and mandates for the remainder of their terms.
- That by January 1, 1998 at the latest, decisions will be made on a corporate strategy for Nunavut relations which will include an "active offer" to continue providing some contracted programs and services after April 1, 1999.
- That the Premier designate a Minister Responsible for Western Transition with a mandate to ensure effective coordination of and communication on Western transition measures.
- That the number of Ministers be increased by two for the transition period between April 1, 1999, when Eastern Ministers leave, and a fall 1999 territorial general election in the West.
- That the Premier take the lead on measures required to appoint a new Commissioner and a Western Senator prior to or on April 1, 1999.
- That the current system be used for review of the 1998-1999 budget; that interim budgets be prepared for the new Western Territory for the three months following the beginning of the 1999-2000 fiscal year; and, that preparation of the budget for the 2000-2001 fiscal year follow the normal budgetary cycle.
- That the Western Caucus write to the Ministers of RWED and FMBS asking that they initiate a comprehensive review of the jobs to be lost, devolved or decentralized as a result of division or self-government and the impact this will have on the economy.
- That the Western Transition Minister be designated as the lead for developing and implementing a strategy designed to promote Western interests and objectives at the federal and provincial/territorial intergovernmental levels.
- That Western Caucus commit itself to a proactive communications approach and that regular updates on transition planning be prepared for distribution to the media and public, with particular emphasis on the business community, municipal councils and Aboriginal organizations to allow them to take account of changes as part of their business planning cycles.

Conclusion:

With eighteen months to go, Western Ministers and the Western Caucus must act to ensure a smooth and responsible transition in the West. At a time of extreme fragility and anxiety in the public service and the West's economy, the need for a transition plan has never been more urgent.

Section 2

Introduction and Objectives

Topic:

April 1, 1999, will see a dramatic change to the political landscape of the Northwest Territories as one territory divides into two, fundamentally altering the legislative, executive, judicial, administrative and intergovernmental processes and structures that have evolved over many years. This transformation is proving to be a difficult and complex one, having reached the point where Western Ministers and Caucus must take steps to ensure a successful transition to a new Western Territory.

Background:

The vast majority of people in the West believe the creation of two new territories will have little real significance in their day-to-day lives. Parents will still expect schools to operate the same way on April 1, 1999, as they did on March 31, 1999. Similarly, government employees will expect to be paid on time and their benefits to be uninterrupted. The same could be said of all consumers of government services, whether it is a contractor, an income support recipient or a resident in a care-giving facility, to give just a few examples.

As a result, Western Ministers and Caucus face the difficult task of spending their time and energy so as to ensure that the political interests of the new Western Territory are protected, while at the same time ensuring that the day-to-day running of government proceeds smoothly.

This task is made all the more difficult by two factors:

- that much of the effort expended to date in preparing for the creation of two new territories has focused on Nunavut; and
- that due to delays in the entire process, arising from the length of time it took the federal government to appoint the Interim Commissioner for Nunavut and the interruptions associated with a federal election, transition planning is reaching a critical stage and many options which may have been open before are no longer available.

As a result, there is an immediate need to rebalance the agenda and put in place the necessary governance and administrative structures to ensure that both new territories are operational on April 1, 1999. This can only be achieved by ensuring that equal emphasis is placed on transition planning for the new Western territory as is being done for Nunavut.

This report is an initial attempt at bringing some perspective to the wide array of challenges facing Western Ministers and the Western Caucus. It has been designed to facilitate action, where appropriate, amongst all Western Members and suggests areas where work needs to begin. More specifically, the report should be viewed as a tool to guide and coordinate the transitional planning which will be required in the West prior to and after April 1, 1999. To the extent possible, the report provides:

- a common information base;
- a common set of assumptions and principles; and
- options and recommendations for common direction and action.

Because of the breadth of the topic, this report must be viewed as a starting point only. It is not a comprehensive blueprint for the next eighteen months, but rather a document to help focus discussion aimed at launching the necessary work. As such, the report is not intended to:

- replace ongoing Ministerial accountability or the authority of the Legislative Assembly, including Western and Nunavut caucuses;
- displace the administration and transition planning already underway; or
- undermine the work of other forums such as the Constitutional Working Group, or the Aboriginal Summit.

As decisions shaping preparations for the creation of new territories are proceeding on a daily basis in Yellowknife, Iqaluit, and Ottawa, certain elements in this report may be overtaken by events. Readers should, therefore, treat this report as a snap-shot in time only.

Finally, it is important to recognize that the options and recommendations in this report represent what is "doable" as of the fall of 1997. As time passes the number of measures available to Western Ministers and Caucus will be reduced, thereby affecting the transition and implementation processes.

Similarly, the fragility and limited capacity of the GNWT bureaucracy to manage any further work can not be overstated. This will further limit the options available.

Recommendations:

- That Western Ministers and Caucus take immediate steps to initiate a strategy to rebalance and accelerate the agenda associated with the creation of two new territories; and
- That Western Caucus implement a communications strategy to inform all stakeholders of the steps that are being undertaken to ensure the successful launch of the new Western Territory.

Section 2

Introduction and Objectives

Topic:

There is an immediate need to rebalance and accelerate the planning for and implementation of the creation of two new territories on April 1, 1999.

Factors:

- current legislative, executive, judicial, administrative and intergovernmental structures and processes will change
- to most NWT residents division is not real, and they do not expect it to have an impact on their lives or the services they receive from government
- transition proving to be more difficult and complex than expected with the result that options are rapidly closing
- limited resources and fragility of the bureaucracy will also limit options
- Western Ministers and Caucus must balance their time and energy so as to ensure:
  - political interests of new territory are protected;
  - day-to-day running of government proceeds smoothly
- Report seeks to facilitate action by Western Ministers and Western MLAs, but is not intended to replace ongoing role and responsibilities of existing institutions.

Recommendations:

- That Western Ministers and Caucus take immediate steps to initiate a strategy to rebalance and accelerate the agenda associated with the creation of two new territories; and
- That Western Caucus implement a communications strategy to inform all stakeholders of the steps being taken to ensure the successful launch of the new Western Territory.

Section 3

Territorial – National State of Play

Topic:

Under "normal" circumstances, the West should be facing a demanding but manageable agenda leading up to the creation of two new territories in 1999. However, these are not normal times. As events unfold during the next eighteen months, a number of factors will impact on the West's political, financial, Aboriginal and economic agendas. Some of these factors may be manageable, while others are likely beyond the control or influence of Western Ministers and the Western Caucus.

Factors:

At the territorial level, the following need to be taken into account:

- demographic patterns will continue to place increasing pressure on social safety net programs, services and budgets in the West prior to and following division;
- assuming that uncertainty over the application of the federal inherent right policy in the West can be clarified, self-government negotiations will continue and require further planning for restructuring of government institutions in a new Western Territory;
- any further restructuring of the legislative branch in the West as a result of the Constitutional Working Group process will occur after 1999;
- the GNWT and Assembly will prepare two more budgets which reflect reductions in federal transfer payments, limited access to new revenue sources, and the need to maintain acceptable levels of program and service delivery;
- measures required to establish a Nunavut administration, including separate territorial elections, have and will continue to require major adjustments to operation of the territorial legislative, executive and administrative branches of government;
- while all of this is taking place, measures are required to ensure that Western economic development and job creation maintains a high profile on the territorial agenda, including protection and promotion of Western interests in mining and resource development; and

- Western constituents and stakeholder governments/organizations need to be assured that their interests are being protected by the GNWT and their MLAs, while providing them with opportunities, such as the Western Coalition, to participate in the Western transition process.

At the national level, the following need to be taken into account:

- while the federal deficit and debt will continue to influence Ottawa's agenda, there may be some social safety net and job creation program enhancements which the GNWT will have to compete for with other "have not" jurisdictions;
- rather than substantially increase federal transfer payments to the NWT, it is likely that the federal government will seek "partnerships" in programs that are directed toward Aboriginal residents in particular; and
- Canadian unity - Quebec separation will play a more prominent role on the national agenda.

Recommendations:

- That Western Ministers and the Western Caucus continue to re-priorize or update their existing political and policy agenda taking into account increasing demands which will result from transition planning and implementation as outlined in this report.
- That Western Ministers and the Western Caucus not undertake major legislative or policy reform and reorganization initiatives which should be left for the post-division Western Territory.

Section 3

Territorial – National State of Play

Topic:

During the next two years, a number of factors will impact upon the West's political, financial, Aboriginal and economic agendas.

Factors:

- At the territorial level, these factors include:
  - impacts of demographic patterns on social safety net programs and services;
  - planning for further restructuring as a result of self-government negotiations;
  - any further restructuring of the legislative branch in the West as a result of the Constitutional Working Group process will occur after 1999;
  - budget decisions based on reduced federal transfer payments, few revenue sources and maintaining acceptable program and service delivery;
  - measures required to establish a Nunavut administration;
  - increasing economic and job creation activity while protecting Western interests in mining development; and
  - representing Western interests and providing opportunities for participation in the Western transition process.
- At the national level, these factors include:
  - continued federal focus on the national deficit and debt while providing some additional funding for social safety net and job creation programs;
  - federal government will likely seek "partnerships" with the GNWT in Aboriginal programing; and
  - Canadian unity and Quebec separation will have more profile on national agenda.

Section 3

Territorial – National State of Play

Recommendations:

- That Western Ministers and the Western Caucus continue to re-priorize or update their existing political and policy agenda taking into account increasing demands which will result from transition planning and implementation as outlined in this report.
- That Western Ministers and the Western Caucus not undertake major legislative or policy reform and reorganization initiatives which should be left for the post-division Western Territory.

Section 4

Mandates and Roles of Western Institutions/Members

Topic:

With a few exceptions, most of the formal institutions and conventions of public government in the NWT are geared toward making decisions as they relate to community, regional and pan-territorial interests of one territory. In the next few months, Western Ministers and the Western Caucus will need to consider some fundamental questions concerning how these institutions and conventions should function or change leading up to and following the creation of two new territories. Particular attention needs to be given to the mandates and roles of Western Ministers and MLAs and their relationship with their Nunavut colleagues.

Factors:

Legislative Branch – Western Caucus and MLAs:

In the period leading up to the creation of two new territories, the Western Caucus and MLAs will:

- generally represent the interests of all territorial residents at the community, regional and pan-territorial levels;
- represent exclusive Western interests in the creation of two new territories and new institutions of government in the West, including the economic impacts of division for the West;
- ensure that their constituents' interests are not significantly compromised in the process leading up to creation of two new territories;
- make decisions on and implement measures which are required for a general election in the West, the role of the Assembly's Clerk as Chief Electoral Officer for the West, and new arrangements for the operation of a Western Assembly, including the number of Committees and Committee structures;

- make decisions or recommendations on support measures required for the establishment of Nunavut, including making arrangements for delivering some programs and services in the East after 1999; and
- prepare for successfully competing in upcoming territorial elections for a Western Assembly.

Executive Branch – Premier and Western Cabinet Ministers:

In the period leading up to April 1, 1999, the Premier and Western Ministers will have to assume a number of roles as Western MLAs, Western Caucus Members, Western Cabinet Ministers and Ministers responsible for pan-territorial issues. In fulfilling these roles, they will:

- continue to operate as a "team" with a pan-territorial mandate for legislative, policy, financial and program and service delivery matters;
- remain accountable to the Assembly and NWT residents for the efficient and fair operation of GNWT departments and agencies;
- make "operational" decisions or recommendations on transition measures which are required for the effective implementation and operation of two new territories;
- require the appointment of a Minister who should be responsible for coordination of Western transition measures in cooperation with other Ministers who have responsibility for implementation of two new territories;
- make recommendations or decisions respecting the number of Cabinet Ministers required between April 1, 1999, and the fall 1999 territorial general election;
- liaise on a regular basis with the federal Ministers, the Interim Commissioner and other elected leaders responsible for the Western and Nunavut territorial files; and
- represent the NWT and GNWT in national intergovernmental forums like the Western and Annual Premiers Conferences.

Administrative Branch – Western-Based Bureaucracy and Boards/Agencies/ Corporations:

Successfully implementing the transition to two new territories will largely be a function of an efficient and effective GNWT bureaucracy. It will also depend on arrangements that are made in both the East and West for the operation of various boards, agencies and corporations.

From a Western perspective, it is assumed that the GNWT bureaucracy will:

- continue to serve community, regional and pan-territorial interests of all NWT residents up to April 1, 1999, as directed by Cabinet;
- develop and implement transition plans for the establishment of a Nunavut administration and Western territorial institutions which will probably be further restructured in response to self-government agreements;
- continue to deliver some programs and services from the West to the Nunavut administration and public on a cost-recovery basis well after April 1, 1999 and until the Eastern government is capable of delivering them sometime in the future;
- experience some difficulties because established lines of authority and communication between headquarters and Nunavut regions will be disrupted in the period leading up to April 1, 1999; and
- lose some officials who are not qualified for headquarter's positions transferred to Nunavut or who do not wish to relocate to the east.

Some boards, agencies and corporations have already started to implement measures required because of the creation of two new territories. However, in other cases, decisions still have to be made. For the purposes of this report, it is assumed that:

- some Western-based boards, agencies and corporations will continue to provide programs and services on a cost-recovery basis to the Nunavut administration after April 1, 1999 and until the Eastern government is capable of taking on these responsibilities.

Judicial Branch – Supreme and Territorial Courts:

Supreme and Territorial Court Justices, representatives from the NWT Bar Association and GNWT Justice officials have been examining the implications of creating two new territories on the NWT justice system. For the purposes of this report, the following should be taken into account:

- planning is underway for the unification of the Supreme and Territorial Courts in Nunavut although the timing is getting tight for implementation of this initiative prior to April 1, 1999; and
- current arrangements for the Supreme and Territorial Courts are expected to remain the same in a post-division Western Territory.

Commissioner's Office – Federal/DIAND Considerations:

Western Members will also have to give consideration to the evolution of the Commissioner's Office as it will have both symbolic and substantive implications for the new Western Territory. From a Western perspective, it is assumed that the following will be in place or implemented prior to April 1, 1999:

- arrangements to conclude the term of the current Commissioner and appointment of a successor who is a resident of the new Western Territory;
- decisions on the mandate of a Western Commissioner, including the substance of letter(s) of instruction from the federal government and DIAND Minister; and
- changes, if required, to the role of Deputy Commissioner.

Recommendations:

Timing

- That by January 1, 1998, at the latest, Western Ministers and the Western Caucus make decisions on their roles and mandates for the remainder of the current Assembly and that some decisions will also have been made on transition measures relating to the legislative, executive, administrative and judicial branches of government.

Relations with Nunavut Caucus and New Nunavut Territory

- That by January 1, 1998, at the latest, decisions will be made on a "Corporate Strategy" which will include cooperative and supportive measures with the Nunavut Caucus, the Interim Commissioner and the new Nunavut administration prior to and following April 1, 1999.
- That the corporate strategy take into account how cooperative and supportive measures involving delivery of some programs and services by the West on behalf of the Nunavut administration will benefit both territories and generate employment and economic benefits for the West until Nunavut is prepared to assume program and service responsibility.

Rebalancing the Focus

- That the roles and responsibilities of Western Ministers, the Western Caucus and Western MLAs, changes to institutions, and transition measures proposed in this report will clearly demonstrate a rebalancing of the focus to include more emphasis on what is required in the West, including the resources required to effectively implement Western transition measures.

Recommendations: continued...

Legislative Branch

- The following are transition recommendations for the legislative branch:
  - That a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the federal government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
  - That the above amendment will not prejudice any further restructuring of the legilsative branch in the West resulting from the work of the Constitutional Working Group.
  - That the Western Caucus instruct the Assembly's Clerk to make recommendations for a process to review and make recommendations on the number of seats which will be required to represent Western constituents in a new Western Assembly.
  - That the Western Caucus instruct the Assembly's Clerk to provide recommendations and transition plans on the most effective legislative committee structures after April 1, 1999, and after an October 1999 territorial general election.
  - That transition measures should respect the convention that the number of Ordinary Members should remain a majority in the Assembly and that the number of Ordinary Members should be sufficient for conducting the business of the Assembly.

Recommendations: continued...

Executive Branch

- That the Premier designate a Minister Responsible for Western Transition and provide the Minister with a mandate to ensure effective coordination and communication of Western transition measures with other Ministers, the Assembly, Western Caucus, Nunavut Caucus, Interim Commissioner, the administration and other external stakeholders.
- That the number of Ministers be increased by two for the transition period between April 1, 1999, when Eastern Ministers leave, and a fall 1999 territorial general election in the West and that these Ministers be selected after April 1, 1999, or the Nunavut general election.
- That the Cabinet Committee on Division change its name and focus to Transition Planning for both the West and Nunavut.

Administrative Branch

- That the Western Transition Minister be provided with the resources from within the administration necessary to implement his mandate.
- That the Cabinet Secretary inform the GNWT administration of the need to rebalance its focus and place more emphasis on Western transition measures as directed by the Premier and Cabinet.
- That the Division Secretariat assume a more proactive coordinating role within the GNWT on Western transition measures.

Judicial Branch

- That the Minister of Justice be directed to prepare a report on the implications of division for the judicial branch of government in a new Western Territory.

Commissioner's Office

- That the Premier take the lead role on measures relating to the appointment of a new Commissioner prior to or by April 1, 1999, including preparation of letters of instruction from the DIAND Minister on the new Commissioner's role and mandate.

Section 4

Mandates/Roles of Western Institutions/MLAs

Topic:

Most territorial institutions and conventions relate to making decisions on community regional and territorial interests in one territory. Western Ministers and the Western Caucus will need to consider how these institutions should function or change leading up to and following the creation of two new territories.

Factors:

- For the Legislative Branch, which includes Western MLAs:
  - the Assembly will continue to represent all territorial interests and participate in decision-making on Western transition measures and providing support to Nunavut prior to and after April 1, 1999.
- For the Executive Branch, which includes the Premier and Western Ministers:
  - Cabinet will continue to operate as a "team" representing all territorial interests and remain accountable to the Assembly for operation of GNWT administration; make decisions or recommendations on transition measures which are required for the establishment of both new territories; liaise with federal Ministers and other leaders responsible for the Western and Nunavut files.
  - a Minister should be assigned responsibility for coordination of Western transition measures with other Ministers who have responsibility for implementation of two new territories.
- For the Administrative Branch, which includes the GNWT bureaucracy and boards, agencies and corporations:
  - the administration will continue to serve community, regional and pan-territorial interests as directed by Cabinet; prepare for further restructuring as a result of self-government agreements; and continue to provide programs and services in Nunavut following April 1, 1999.

Section 4

Mandates/Roles of Western Institutions/MLAs

Factors: continued...

- For the Judicial Branch, which includes the Supreme and Territorial Courts:
  - planning is underway to amalgamate the Courts in Nunavut; however, it is unlikely that there will be major changes to the Courts in the West after April 1, 1999.
- For the Commissioner's Office:
  - arrangements will be required for the replacement of the current Commissioner; development of the successor's letter(s) of instruction from the DIAND Minister; and the role of the Deputy Commissioner's position.

Recommendations:

Timing

- That by January 1, 1998, at the latest, Western Ministers and the Western Caucus make decisions on their roles and mandates for the remainder of the current Assembly and that some decisions will also have been made on transition measures relating to the legislative, executive, administrative and judicial branches of government.

Relations with Nunavut Caucus and New Nunavut Territory

- That by January 1, 1998, at the latest, decisions will be made on a "Corporate Strategy" which will include cooperative and supportive measures with the Nunavut Caucus, the Interim Commissioner and the new Nunavut administration prior to and following April 1, 1999.
- That the corporate strategy take into account how cooperative and supportive measures involving delivery of some programs and services by the West on behalf of the Nunavut administration will benefit both territories and generate employment and economic benefits for the West until Nunavut is prepared to assume program and service responsibility.

Mandates/Roles of Western Institutions/MLAs

Recommendations: continued...

Rebalancing the Focus

- That the roles and responsibilities of Western Ministers, the Western Caucus and Western MLAs, changes to institutions, and transition measures proposed in this report will clearly demonstrate a rebalancing of the focus to include more emphasis on what is required in the West, including the resources required to effectively implement Western transition measures.

Legislative Branch

The following are transition recommendations for the legislative branch:

- That a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the Federal Government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
- That the above amendment will not prejudice any further restructuring of the legislative branch in the West resulting from the work of the Constitutional Working Group.
- That the Western Caucus instruct the Assembly's Clerk to make recommendations for a process to review and make recommendations on the number of seats required to represent Western constituents in a new Western Assembly.
- That the Western Caucus instruct the Assembly's Clerk to provide recommendations and transition plans on the most effective legislative committee structures after April 1, 1999, and after an October 1999 territorial general election.
- That transition measures should respect the convention that the number of Ordinary Members should remain a majority in the Assembly and that the number of Ordinary Members should be sufficient for conducting the business of the Assembly.

Section 4

Mandates/Roles of Western Institutions/MLAs

Recommendations: continued...

Executive Branch

- That the Premier designate a Minister Responsible for Western Transition and provide the Minister with a mandate to ensure effective coordination and communication of Western transition measures with other Ministers, the Assembly, Western Caucus, Nunavut Caucus, Interim Commissioner, the administration and other external stakeholders.
- That the number of Ministers be increased by two for the transition period between April 1, 1999, when Eastern Ministers leave, and a fall 1999 territorial general election in the West and that these Ministers be selected after April 1, 1999, or the Nunavut general election.
- That the Cabinet Committee on Division change its name and focus to Transition Planning for both the West and Nunavut.

Administrative Branch

- That the Western Transition Minister be provided with the resources from within the administration necessary to implement his mandate.
- That the Cabinet Secretary inform the GNWT administration of the need to rebalance its focus and place more emphasis on Western transition measures as directed by the Premier and Cabinet.
- That the Division Secretariat assume a more proactive coordinating role within the GNWT on Western transition measures.

Judicial Branch

- That the Minister of Justice be directed to prepare a report on the implications of division for the judicial branch of government in a new Western Territory.

Commissioner's Office

- That the Premier take the lead role on measures relating to the appointment of a new Commissioner prior to or by April 1, 1999, including preparation of letters of instruction from the DIAND Minister on the new Commissioner's role and mandate.

Section 5

West – Nunavut Intergovernmental Agreements

Topic:

Western Ministers, the Western Caucus and GNWT administration need to begin planning now for its relations with the Nunavut administration. Given that the necessary government infrastructure and administrative measures will not be completed on time, these relations are likely to include the ongoing provision of some programs and services to the Nunavut government after April 1, 1999, and until it is fully operational.

Factors:

The following should be taken into account in making decisions on relations between the Western and Nunavut governments:

- it is likely that the Nunavut administration will not be fully operational by April 1, 1999. As a result it will have to contract other governments or the private sector for the provision of those programs and services which it cannot deliver. Examples could include:
  - hospital and physician services
  - correctional facilities
  - secondary and post-secondary education
  - vital statistics registration;
- in addition, there are other examples where it may be in the interest of both governments to consider joint arrangements for the programs and services provided by the following:
  - Public Utilities Board
  - Workers Compensation Board
  - Liquor Control Commission;

- both governments will likely have to consider transboundary agreements for the management of wildlife and the environment;
- the GNWT administration is currently seeking clarification from the Interim Commissioner's office on whether the Nunavut administration will be purchasing programs and services from the Western administration. Reaction is required sooner rather than later in order to make post-April 1, 1999, budgeting and personnel decisions for the West;
- if the Nunavut administration purchases programs and services from the GNWT after April 1, 1999, there will be revenue and employment implications for the West until such time as Nunavut is capable of delivering the programs and services itself;
- direct government employment and related indirect jobs in various sectors would be retained until Nunavut assumes responsibility for program and service delivery contracted to the West;
- assuming that the West will provide some programs and services to Nunavut after 1999, intergovernmental agreements will need to be negotiated with the Interim Commissioner's office; and
- intergovernmental agreements with Nunavut will need to ensure that program and service delivery levels in the West are not compromised.

Recommendations:

- That the West's "corporate" strategy for future relations with Nunavut should involve an "active offer" for the provision of some programs and services and that this strategy should be approved or rejected by January 1, 1998.
- That early communication involving the Minister of Finance and the Western Transition Minister with the Interim Commissioner be initiated to determine whether he is interested in the "active offer" and which program or service areas where intergovernmental agreements should be developed.
- That appropriate GNWT Ministers and the administration negotiate intergovernmental agreements with the Nunavut Interim Commissioner for the provision of these programs and services, based on the following principles or criteria:
  - agreements will be contracts which outline binding obligations of both parties;
  - agreements will include cost plus and administration fees provisions;
  - agreements will be multi-year contracts with notification provisions for major agreements;
  - agreements will include provision that Western transition costs, particularly as they relate to the eventual layoff of Western employees, will be borne by the federal government; and
  - Western program and service levels are not compromised.
- That the Western Caucus should request that the FMBS Minister prepare a list of programs and services that could be provided to Nunavut by November 1, 1997.

Section 5

Nunavut – GNWT Intergovernmental Agreements

Topic:

Decisions are required on future relations between the Nunavut and NWT governments including intergovernmental agreements on programs and services to be delivered by the West or where joint arrangements are in the interests of both territories.

Factors:

- It is likely that the Nunavut administration will have to purchase some programs and services and that it may be in the interests of both governments to consider joint arrangements. Examples could include:
  - hospital, physician and correctional facility services
  - secondary and post-secondary education
  - vital statistics registration
  - transboundary wildlife and environmental management
  - Public Utilities Board
  - Workers Compensation Board
  - Liquor Control Commission.

Section 5

Nunavut – GNWT Intergovernmental Agreements

Recommendations:

- That the West's "corporate" strategy for future relations with Nunavut should involve an "active offer" for the provision of some programs and services and that this strategy should be approved or rejected by January 1, 1998.
- That early communication involving the Minister of Finance, the Western Transition Minister and the Interim Commissioner be initiated to determine whether the Interim Commissioner is interested in the "active offer" and which program or service areas where intergovernmental agreements should be developed.
- That appropriate GNWT Ministers and the administration negotiate intergovernmental agreements with the Nunavut Interim Commissioner for the provision of these programs and services, based on the following principles or criteria:
  - agreements will be contracts which outline binding obligations of both parties;
  - agreements will include cost plus and administration fees provisions;
  - agreements will be multi-year contracts with notification provisions for major agreements;
  - agreements will include provision that Western transition costs, particularly as they relate to the eventual layoff of Western employees, will be borne by the federal government; and
  - Western program and service levels are not compromised.

Section 6

Budget Preparation, Review and Approval

Topic:

No single document consumes as much of the time and effort of government as the budget. This will be even more so in the coming eighteen months as the already difficult task of allocating scarce resources is made even more complex by uncertain planning assumptions and the need to put in place new processes for the preparation, review and approval of post-April 1, 1999, budgets.

Background:

For the purposes of clarity, this section will deal separately with each of the next three budget cycles, raising issues for consideration and making recommendations at the end of each section.

1998-99 Budget

Factors:

The 1998-99 budget currently being prepared by Ministers and departments is the last for the NWT as a whole. As such, it is fairly straightforward from a process point of view. Business Plans have been reviewed by committees in September. Committee meetings on departmental budgets will occur in December 1997, with the introduction of the budget slated for February and passage by April 1, 1998.

The difficulties may begin to arise when the content of the budget, and the assumptions contained therein, is reviewed by Committees. Western Caucus will need to ensure that the appropriate planning and transition measures for the new Western Territory are being considered, while at the same time living up to the obligations of the Legislative Assembly to all NWT residents up to April 1, 1999. For example, some of the questions which may be considered include:

- Are departments spending any money to implement division (for example moving staff to the East, laying off staff in the West, establishing Eastern operations, etc.) that is not being covered as a transition expense by the federal government or Office of the Interim Commissioner?
- Have the necessary planning and policy choices been made regarding the sharing of services between the West and Nunavut in areas such as health, corrections, and education, to allow for proper planning in the West?

The Western Coalition is already asking many of these questions in the formula financing discussions and may have useful input; however, as stakeholders in the Western Coalition, Western Caucus must be prepared to deal with financial issues, particularly as concerns the formula, in its own right.

Recommendations:

- That the Western Caucus support the continued use of the current committee system for the review of the 1998-99 Budget; and
- That as part of the review of the Phase II Transition Plans, Western Caucus question the Minister of Finance on the fiscal and financial aspects of creating two new territories.

1999-2000 Budget

Factors:

The difficulties associated with the 1999-2000 budget are far more complex than those of the previous year. To begin with, between the fall of 1997 and June 1998 negotiations on the future formula for the two new territories are targeted to be completed and the base transfer to each established by Ottawa. This will be the key element in preparing the 1999-2000 budgets. But who should prepare and review them?

If the current process is to be used, budgets would be prepared next summer and submitted to committees next fall; however, this would mean that budgets for the new Western Territory would be brought forward for consideration by Eastern Ministers to committees composed of and, in half the cases, chaired by Eastern members. Even if Nunavut holds an election as early as December 1998, as some are promoting through the Nunavut Act amendments, the terms of the Eastern members do not expire until April 1, 1999. As a result, the legitimacy of the budget would be in question from a political perspective.

However, to avoid any interruption in service, a budget of some form would have to be in place for the period immediately following April 1, 1999. Of equal importance is the need for ongoing planning for programs, particularly as concerns potential areas of purchased services between the West and Nunavut (e.g., hospitals, correctional facilities, etc.)

Recommendations:

- That the Western Caucus carefully follow the formula financing negotiations;
- That Western Caucus recommend a process for the 1999-2000 fiscal year that would see:
  - the Minister of Finance instruct all departments to prepare multi-year budgets for the two new territories as per the usual process, but for planning purposes only; and
  - the Minister of Finance instruct departments to prepare interim budgets for the new Western Territory for the three months following the beginning of the 1999-2000 fiscal year;

- That the nine Ordinary Members of the Western Caucus form a Special Committee to review the interim supply bill in time for implementation on April 1, 1999; and
- That the Ordinary Members Special Committee also make recommendations on the planning budgets to the new Western Cabinet, thereby facilitating the preparation of the Speech From the Throne and final 1999-2000 budget for the new Western Territory.

2000-2001 Budget

Factors:

With the first election of the new Western Territory to be held in the fall of 1999 and the Cabinet sworn in later in the year, the budget timetable could be extremely compressed for the 2000-2001 fiscal year. Work on the budget should begin over the summer and early fall in 1999. Furthermore, to assist the 14th Assembly, instructions should be given to a central agency to begin preparations for comprehensive Transition Document.

Recommendation:

- That the Western Caucus recommend that the preparation of the budget for the 2000-2001 fiscal year follow the normal budgetary cycle; and
- That the Western Caucus request that the Premier initiate the preparation of a Transition Document for the 14th Legislative Assembly of the new Western Territory.

Section 6

Budget Preparation, Review and Approval

Topic:

Budget preparation for each of the next three years will be made more complex due to the time necessary for their preparation, review and approval.

Factors:

- Cabinet Ministers and Members of Assembly committees come from the East and West, yet Eastern Ministers and MLAs should have no role in preparing, reviewing or approving the West's budget post-1999.
- Budget preparation requires long lead times and departments need some direction for long-term planning.

Section 6

Budget Preparation, Review and Approval

Recommendations:

1998-99 Budget

- That the Western Caucus support the continued use of the current system for the review of the 1998-99 Budget; and
- That as part of the review of the Phase II Transition Plans, Western MLAs question the Minister of Finance on the fiscal and financial aspects of creating two new territories.

1999-2000 Budget

- That the Western Caucus carefully follow the formula financing negotiations;
- That the Western Caucus recommend a process for the 1999-2000 year that would see:
- the Minister of Finance instruct departments to prepare multi-year budgets for the two new territories as per the usual process, but for planning purposes only; and
  - the Minister of Finance instruct all departments to prepare interim budgets for the new Western Territory for the three months following the beginning of the 1999-2000 fiscal year.
- That the nine Ordinary Members of the Western Caucus form a special Committee to review the interim supply bill in time for implementation on April 1, 1999.
- That the Ordinary Members Special Committee also make recommendations on the planning budgets to the new Western Cabinet, thereby facilitating the preparation of the Speech from the Throne and formal 1999-2000 budget for the new Western Territory

2000-2001 Budget

- That Western Caucus recommend that the preparation of the budget for the 2000-2001 fiscal year follow the normal budgetary cycle; and
- That the Western Caucus request that the Premier initiate the preparation of a Transition Document for the 14th Legislative Assembly of the new Western Territory.

Section 7

Human Resource and Economic Adjustments

Topic:

The economy of the Western NWT is undergoing its most profound and difficult economic adjustment ever, a situation which will only worsen in the short term as a result of the upcoming division-related staff reductions and the associated economic impact.

Background:

The continued reduction in federal and territorial government spending, greater reliance on the private sector and a changing mix in the resource-based economy (ie. reductions in oil/gas exploration, diamond exploration and production replacing declining gold production) have combined to dramatically alter the economic climate in the Western NWT. Until the past few years, reduced economic activity has been softened as government spending has served to backstop the economy, with a capital plan approaching 200 million dollars providing opportunities for investment and employment across the NWT. That economic safety net no longer exists.

The prospects for the next few years remain clouded, particularly in Yellowknife and the larger regional centres such as Inuvik and Fort Smith, due to uncertainty over government employment and service levels after April 1, 1999, and a general decline in private sector investment. In addition, continued uncertainty over gold prices and the decline of oil/gas activity in the Beaufort Delta remain serious impediments to growth. The result has been growing softness in housing markets and growing bankruptcies/closures in the small business sector.

The only investment providing any new economic stimulus is the mining sector, in particular diamond development; however, that industry, like the petroleum sector, is subject to boom and bust cycles which have hit the North hard in the past. One new mine will also be unable to compensate for all the other negative factors.

The situation in smaller communities remains as difficult as ever. Full-time, permanent employment, outside government and hunting/trapping, remains virtually non-existent even in areas covered by land claim settlements with their multi-million dollar settlements. Community transfers, delegation, Aboriginal self-government and regional government would all provide some economic stimulus, but they would be transfers largely from Yellowknife and not net new growth .They would still be subject to government funding limitations. In addition, further reductions in Yellowknife could well lead to a lowering of services in Yellowknife in the areas of transportation, professional services and consumer products. This would in turn have a negative impact on the availability and cost of services in the West to residents of the smaller communities. It would also lead to an increased reliance on southern suppliers of goods and services.

The result is that GNWT employees, residents of the Western NWT and investors will increasingly be looking to government for leadership in building confidence in the Northern economy and, more specifically, in the new Western Territory as a good place to live and work.

Human Resource Issues

Factors:

One of the areas to receive considerable public attention has been the restructuring of the bureaucracy and the treatment of public servants in the lead up to division. Unfortunately much of the publicity has been negative, or at best unclear. After having seen their compensation packages reduced and jobs eliminated, up to three hundred GNWT employees now face the prospect of either having to move to Nunavut or be laid off. Linked to this are the longer term implications of self-government agreements, which will likely see further devolution or decentralization of positions from Yellowknife and/or regional centres to communities.

In either case the federal government must be pressed to fund any and all incremental costs associated with institutional or constitutional reform. Otherwise, GNWT programs will be stripped to pay for what are essentially federal initiatives.

Recommendations:

- That the Western Caucus write to the Ministers of RWED and FMBS asking that they initiate a comprehensive review of the jobs to be lost, devolved or decentralized as a result of division and self-government and the impact this would have on the economy;
- That Western Caucus urge the Minister responsible for the FMBS:
  - to finalize a comprehensive workforce adjustment program to ensure that all employees affected by division or self-government will be treated fairly;
  - to ensure that any costs of such a program be covered by the federal government as an incremental cost; and
  - to put in place a system to ensure that employees receive adequate information at an early stage, to assist them in planning their careers.

Service Levels

Factors:

With continued downsizing of both the federal and territorial administrations in Yellowknife and other regional centres the spectre of declining services is becoming real. With governments' reduced spending power, residents may experience fewer professional services; reduced transportation options; business closures and a resulting decline in the West's tax base. To date the evidence of a decline is largely anecdotal, however, as the West is likely seeing the end of a government-directed economy the effects will be dramatic and painful, just as they were in the Yukon some twenty years ago. The calls for an " economic plan" will likely grow louder and louder as division-related lay-offs begin to occur.

Recommendation:

- That the Western Caucus write to the Minister of Resources, Wildlife and Economic Development and the Minister of Finance to request a review of the West's economic situation and an update on possible solutions, many of which are already under way (transfer of federal government positions to NWT, new economic development initiatives, infrastructure development, etc.)

Public-Private Partnerships

Factors:

The challenges facing the Western economy are significant and will be difficult for any one sector to effectively deal with; however, a number of sectors do provide some reason for optimism. Mineral exploration, transportation and hydro development, tourism and even providing services to the new Nunavut Territory are all possible contributors to a reformed Western economy. To capitalize on them will require a renewed commitment to Northern development involving all stakeholders: Aboriginal groups, municipalities, Chambers of Commerce, industry and even the Federal government.

In addition, government will have to look at examples in other jurisdictions where public-private partnerships have led to new investments that would not have occurred had either party acted independently.

Recommendations:

- That Western Caucus work with the Minister of RWED on the development of a publicity campaign designed to market the investment, economic and lifestyle advantages of the new Western Territory;
- That Western Caucus begin preparing a position in response to the second diamond mine in the Lac de Gras area, scheduled to begin environmental review this fall; and
- That Western Caucus write to the Minister of RWED recommending that he actively pursue the federal government to provide economic development assistance to offset the negative impact of federal initiatives such as the cuts to formula financing, reduced regional development programming and the creation of two new territories.

Section 7

Human Resource and Economic Adjustments

Topic:

The economy of the Western Territory is going through tremendous change and Western Ministers and Caucus will have to play a role in pushing the federal government to live up to its responsibilities in the field of Northern economic development and rebuilding investor confidence.

Factors:

- Fiscal restraint will continue to limit federal and territorial government spending for at least the next two years.
- Creation of Nunavut will see several hundred positions moved or deleted, thereby reducing the over-all payroll and expenditures in the West.
- Self-government agreements will see a further transfer, decentralization or devolution of positions.
- Prospects for private sector developments (mining, transportation, infrastructure, tourism) are uncertain and will require, at a minimum, vocal political support .

Section 7

Human Resource and Economic Adjustments

Recommendations:

- That Western Caucus write to the Ministers of RWED and FMBS asking that they initiate a comprehensive review of the jobs to be lost, devolved or decentralized as a result of division or self-government and the impact this will have on the economy;
- That Western Caucus urge the Minister responsible for the FMBS:
  - to finalize a comprehensive workforce adjustment program to ensure that all employees affected by division or self-government will be treated fairly;
  - to ensure that any costs of such a program be covered by the federal government as an incremental cost; and
  - to put in place a system to ensure that employees will receive adequate information at an early stage, to assist them in planning their careers.
- That Western Caucus write to the Minister of RWED and the Minister of Finance to request a review of the West's economic situation and an update on possible solutions, many of which are already under way (e.g., transfer of federal government positions to the NWT, new economic development initiatives, infrastructure development, etc.);
- That Western Caucus work with the Minister of RWED on the development of a publicity campaign designed to market the economic and lifestyle advantages of the new Western Territory.
- That Western Caucus begin preparing a position in response to the second diamond mine in the Lac de Gras area, scheduled to begin environmental review this fall.
- That Western Caucus write to the Minister of RWED recommending that he actively pursue the federal government to provide economic development assistance to offset the negative impact of federal initiatives such as the cuts to formula financing, regional development programming and creation of two new territories.

Section 8

Federal/Provincial Intergovernmental Relations

Topic:

The creation of two new territories is not simply a matter between DIAND, the GNWT and the future leaders of Nunavut. In charting their agenda for the next eighteen months and beyond, Western Ministers and the Western Caucus will have to take into account a number of intergovernmental relations matters which include dealings with other federal departments, the House of Commons, NWT Members of Parliament, and provincial/territorial governments.

Factors:

Key Federal Appointments

The creation of two new territories will mean that the federal government needs to make decisions on appointments to a few key Western Territorial positions, as well as to ensure that representatives on national boards and agencies reflect the change to two new territories. The significance of these appointments should not be underestimated, because they will force the federal government to begin to deal with the reality of a new Western Territory. From a Western perspective, consideration is required on the following federal appointment issues:

- appointment and letter(s) of instruction for a Western Commissioner, which is likely to involve extensive consultation with Western leaders;
- appointment of a Western Senator, which may raise concerns from Quebec and other provinces or regions which are concerned about Senate representation; and
- appointments to numerous federal boards and agencies where each province and territory is normally provided representation.

NWT Act Amendments

The transition to a new Western Territory will also require amendments to the *NWT Act*. This is a sensitive internal issue in the West where Aboriginal organizations may not support amendments until their claims, treaty and self-government negotiations are concluded. Amendments to the Act are also tied to the Constitutional Working Group process which is mandated to develop a new constitution for the Western Territory. Moreover, even if a Western NWT consensus is reached on large scale amendments to the Act, the federal government may be reluctant to proceed because of its national or political agendas. From a Western perspective, the following are options for consideration:

- that a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the federal government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
- that the above amendment will not prejudice any further restructuring of the legilsative branch in the West resulting from the work of the Constitutional Working Group.
- proceeding with a package which brings the *NWT Act* in line with current practices and conventions and the *Nunavut Act* without prejudicing Aboriginal interests and the work of the Constitutional Working Group; or
- subject to legal and constitutional considerations, making no amendments until a later date.

Positioning Western Interests and Objectives at the Federal Level

The federal government has made a significant political and financial commitment to the establishment of a Nunavut Territory. It has also made a significant political and policy commitment to implementing the inherent right to self-government in the West. Given these circumstances, and a heavy national agenda, the West faces some stiff competition in getting and maintaining federal attention on Western transition issues. From a Western perspective, the following issues need to be taken into account:

- determining whether it is necessary to promote Western interests and objectives outside of the normal channels such as the DIAND and Finance Ministers and the Western Member of Parliament;
- if promotion is required, identifying the priority messages and targeting the key players in Ottawa who can support and advance Western interests and objectives; and
- determining how Western Ministers and Western MLAs can individually and collectively promote these messages in Ottawa, including forums like House of Commons Standing Committees, and with key federal players when they are in the NWT.

Provincial and Territorial Considerations

The interests and objectives of the new Western Territory are not only confined to the federal government because it is likely that a number of the provinces and Yukon may have an interest in how two new territories will evolve at the national level. For example, will the addition of another territory cause some provinces to rethink the status of territorial governments in the Annual Premiers Conference and various other federal-provincial-territorial forums? Will the addition of yet another territory have implications for the relations between Yukon and the federal government? Will the Western Territory be able to affirm its status in the Western Premiers Conference? From a Western territorial perspective the following issues should be taken into account:

- measures that are required to secure the status of a new Western Territory in various intergovernmental forums;
- a process or protocol on the role which both Western Ministers and Western Members can play to secure this status; and
- the most effective means for using the GNWT-hosted 1998 Western Premiers Conference as a key forum to secure support for the new Western Territory's presence at the national intergovernmental level.

Recommendations:

- That the Premier take the lead on measures required to have a new Commissioner appointed prior to or on April 1, 1999, including preparation of letter(s) of instruction on the Western Commissioner's role and mandate.
- That the Premier take the lead on measures required for the appointment of a Western Senator prior to or on April 1, 1999.
- That the Western Transition Minister take the lead on measures required to coordinate the appointment of Western Territorial representatives to federal boards and agencies prior to or on April 1, 1999.
- That a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the federal government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
- That the above amendment will not prejudice any further restructuring of the legilsative branch in the West resulting from the work of the Constitutional Working Group.
- That the Western Transition Minister be designated as the lead for developing and implementing a strategy designed to promote Western interests and objectives at the federal and provincial/territorial intergovernmental levels. This strategy will include a protocol outlining the roles of Western MLAs in implementing the strategy.

Section 8

Federal/Provincial Intergovernmental Relations

Topic:

The West's agenda for the next eighteen months will have to take into account a number of intergovernmental matters which involve federal departments, the House of Commons, NWT Members of Parliament and provincial/territorial governments.

Factors:

The following factors should be taken into account in making decisions on federal/provincial intergovernmental relations matters:

- The federal government needs to make decisions on the appointment of a Western Commissioner, a Western Senator and Western/Nunavut representatives on federal boards and agencies where each province and territory participates.
- There may be opposition to large scale *NWT Act* amendments because Aboriginal organizations want to settle land claims, treaty and self-government agreements and because the Constitutional Working Group is mandated to develop a consensus on a new Western NWT constitution.
- The West will have to compete with other national, provincial and territorial parties to ensure that its interests and objectives are well-positioned at the federal level.
- The inclusion of yet another territorial government in national intergovernmental forums may cause some provincial governments to question the role and status which the NWT currently enjoys.

Section 8

Federal/Provincial Intergovernmental Relations

Recommendations:

- That the Premier take the lead on measures required to appoint a new Commissioner prior to or on April 1, 1999.
- That the Premier take the lead on measures required for the appointment of a Western Senator prior to or on April 1, 1999.
- That the Western Transition Minister be designated as the lead to coordinate the appointment of Western Territorial representatives to federal boards and agencies prior to or on April 1, 1999.
- That a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the federal government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
- That the above amendment will not prejudice any further restructuring of the legislative branch in the West resulting from the work of the Constitutional Working Group.
- That the Western Transition Minister be designated as the lead for developing and implementing a strategy designed to promote Western interests and objectives at the federal and provincial/territorial intergovernmental levels. This strategy will include a protocol outlining the roles of Western MLAs in implementing the strategy.

Section 9

Liaison with Western Stakeholders

Topic:

Implementing transition measures for a new Western Territory is not the exclusive responsibility of Western Ministers, the Western Caucus and the administration. In addition to Western Aboriginal organizations, which have a major stake in the transition process, there are numerous other governments and organizations which have an interest and role in transition planning and implementation. The key issues for Western Ministers and the Western Caucus will be to represent or support these stakeholders in transition planning and to ensure some level of coordination of transition activities not under control of the Assembly or GNWT.

Factors:

Currently, there are three broad categories of stakeholders in the Western transitional process. They include:

- Western Aboriginal organizations at the territorial and regional levels, as well as Band Councils, Metis Locals, Inuvialuit Community Corporations and land claims institutions;
- municipal governments and housing, education and health boards which have been established under territorial legislation or GNWT policies; and
- numerous non-government organizations (NGOs) representing the interests of seniors, labour, women, business, professionals, culture, sports and youth.

In some cases, these stakeholders have instituted transition measures. For example,

- the Western Coalition, comprising representatives from Aboriginal organizations, the Western business community and the Western Caucus, is providing advice to the GNWT on financing a new Western Territory;
- boards and agencies that have been established at the territorial level are beginning the process of establishing separate organizations; and
- NGOs are taking similar steps to ensure that Eastern and Western organizations will be in place by 1999.

In some cases, transition measures being taken by stakeholders are purely internal, while in others Western Ministers, the Western Caucus and GNWT administration have an interest in ensuring that the stakeholders receive strategic advice and support in their transition planning.

Recommendations:

- That the Western Transition Minister regularly inform the Western Caucus about transition measures that various Western stakeholders are taking to prepare for a new Western Territory.
- That the Western Transition Minister develop a strategy for providing strategic advice and support on transition planning to various Western stakeholders and coordinate its implementation by other Ministers and the GNWT administration.

Section 9

Liaison with Western Stakeholders

Topic:

Western transition measures will involve other stakeholders. In some cases their interests need to be represented by Western Ministers and the Western Caucus, while in others they will need strategic advice and support to prepare for their presence in a new Western Territory.

Factors:

- There are three broad categories of Western stakeholders, including:
  - Western Aboriginal organizations at the territorial and regional levels, Band Councils, Metis Locals, Inuvialuit Community Corporations and land claims institutions;
  - municipal governments and boards created under territorial legislation or GNWT policy; and
  - numerous non-government organizations representing the interests of seniors, labour, women, business, professionals, culture, sports and youth.
- In some cases, the stakeholders have instituted transition measures. For example:
  - the Western Coalition is providing advice on financing a new Western Territory; and
  - boards, agencies and non-government agencies at the territorial level are beginning the process of establishing separate Western organizations.
- Western Ministers, the Western Caucus and the GNWT administration have an interest in ensuring that stakeholders receive strategic advice and support in their transition planning and that there is some measure of coordination.

Section 9

Liaison with Western Stakeholders

Recommendations:

- That the Western Transition Minister regularly inform the Western Caucus about transition measures that various Western stakeholders are taking to prepare for a new Western Territory.
- That the Western Transition Minister develop a strategy for providing strategic advice and support on transition planning to various Western stakeholders and coordinate its implementation by other Ministers and the GNWT administration.

Section 10

Communications Planning

Topic:

Due to the size, complexity and number of changes facing the Western Territory over next eighteen months, Western Ministers and Western MLAs will need to effectively communicate with their constituents on transition measures that are being planned for the West. This process must begin immediately.

Factors:

While not generally well understood, every citizen in the Western Territory will be affected, either directly or indirectly, by the creation of two new territories.

The importance of effective communication throughout the process of governmental reform cannot be underestimated. The way that Western Caucus informs the key audiences over the coming months will have a profound impact on the receptivity of those audiences to new ideas and how they as individuals and/or as investors react to those proposals.

The recent Constitutional Working Group initiative illustrates what can happen when perceptions on the communication of change shape views. The sense of not having participated in the process leading up to the presentation of the "Partners" report was one of the key reasons for its rejection.

In the case of Nunavut, rumours surrounding what may have been happening are amplified by the ongoing economic uncertainty in the West, but in Yellowknife in particular. The audience most susceptible to rumours is the GNWT public service.

Recommendations:

- That Western Ministers and the Western Caucus commit itself to a proactive communications approach.
- That the Western Caucus write to the Minister responsible for Division asking that he coordinate a meeting or meetings with the Interim Commissioner for Nunavut, the Nunavut Caucus and the Cabinet Committee on Division to outline the Western Caucus's approach to Western transition planning issues (see draft letter in Appendix I).
- That a press conference be held to:
  - outline the approach to transition planning adopted by the Western Caucus (for examples see Section 11);
  - state the schedules and timelines that will have to be met to ensure a smooth transition (see Section 12); and
  - release the letters on all key matters during the transition process (see Appendix I).
- That on an ongoing basis, Western Ministers and Western MLAs should use existing tools, such as constituency newsletters, meetings and statements in the Assembly to convey messages to the public about transition planning in the West.
- That the Western Caucus write to the Minister for the FMBS seeking the development of regular information bulletins for GNWT staff covering such topics as implementation planning and schedules, pension matters, work force adjustment options, etc.
- That Ministers provide Caucus with regular updates on transition planning and have information prepared for distribution to the media and public, with particular emphasis on the business community, municipal councils and Aboriginal organizations to allow them to take account of changes as part of their business planning cycles.

Section 10

Communications Planning

Topic:

Due to the size, complexity and number of changes facing the Western Territory over the next eighteen months, Western Ministers and Western MLAs will need to effectively communicate with their constituents and other stakeholders on transition measures which are being planned for the new Western Territory.

Factors:

- The level of understanding regarding the creation of two new territories is very low, outside of a few politicians and public servants.
- The importance of communicating during a period of profound change cannot be overestimated.
- Fear of changes in government are compounded by concern over other economic adjustments, but the audience most susceptible to rumour at this time is public servants.

Section 10

Communications Planning

Recommendations:

- That Western Ministers and Western Caucus commit itself to a proactive communications approach.
- That Western Caucus write to the Minister responsible for Division asking that he coordinate a meeting or meetings with the Interim Commissioner for Nunavut, Nunavut Caucus and the Cabinet Committee on Division to outline Western Caucus's approach to Western transition planning issues (see draft letter in Appendix I).
- That a press conference be held to:
  - outline the approach to transition planning adopted by Western Caucus (for examples see Section 11);
  - state the schedules and timelines that will have to be met to ensure a smooth transition (see Section 12);
  - release the letters on all key matters during the transition process (see Appendix I).
- That on an ongoing basis, Western Ministers and MLAs use existing tools, such as constituency newsletters, meetings and statements in the Assembly to convey messages to the public about transition planning in the West.
- That the Western Caucus write to the Minister for the FMBS seeking the development of regular information bulletins for GNWT staff covering such topics as implementation planning and schedules, pension matters, work force adjustment, etc.
- That Ministers provide Caucus with regular updates on transition planning and have information prepared for distribution to the media and public, with particular emphasis on the business community, municipal councils and Aboriginal organizations to allow them to take account of changes as part of business planning cycles.

Section 11

Conclusions and Summary

Topic:

There is a perception in the West that the main focus to date has been on measures required to establish a Nunavut Territory. It is time to address this perception and rebalance the focus to demonstrate that measures are being taken by Western Ministers and the Western Caucus to ensure the smooth transition to a new Western Territory.

Factors:

The Western Ministers and Western Caucus require an "operational" plan to guide the development of and decision making on transition measures for the West. Some work is already being done by the GNWT administration; however, a more focused approached is needed to priorize and direct this work as well as other new measures that have not been addressed to date.

This report has identified a number of transition issues which require serious consideration by Western Ministers and the Western Caucus. In some cases early decisions will be required to confirm the recommendations proposed and to provide direction on implementation which will involve action by Western MLAs, the Western Caucus, Western Ministers and the administration.

In addition, decisions are required on process measures required to coordinate and manage these Western transition initiatives as well as resources which will be required for their effective implementation.

With respect to a process, a balance is required between the role of the Western Caucus, which will need to review recommendations and provide advice on transition measures, and Western Ministers who will have "operational" responsibility to develop and implement transition measures while keeping the Western Caucus fully involved. This report recommends that a Western Transition Minister be appointed.

With respect to resources, the current arrangements within the GNWT administration should be reviewed and either affirmed or revised to ensure that the direction and decisions on Western transition measures are effectively coordinated and implemented by the administration on a timely basis.

Finally, it will be important for Western Ministers and the Western Caucus to act quickly on some of the transition measures recommended in this report. Sample letters on some measures are provided in Appendix I to this report. Appendix II provides a summary of all recommendations proposed in this report.

Recommendation:

- That this report provide the framework for decisions made by Western Ministers and the Western Caucus and form the basis of an"operational" plan for the transition to a Western Territory. In addition, each should confirm their respective roles and ensure that there are adequate implementation resources.

Section 11

Conclusions and Summary

Topic:

It is time to rebalance the focus to demonstrate that measures are being taken by Western Ministers and the Western Caucus to ensure the smooth transition to a new Western Territory.

Factors:

- Western Ministers and the Western Caucus require an "operational" plan to guide the development and decision making on transition measures for the West.
- In addition to consideration of these issues, early decisions and direction will be required on implementation which will involve action by Western MLAs, Ministers and the administration.
- Decisions and direction will also be required on a process to ensure coordination and management of the Western transition initiative and on new or reprofiled resources required for implementation.
- With respect to process, the Western Caucus should provide recommendations and advice on transition measures while Western Ministers should have "operational" responsibility to develop and implement transition measures. A Minister Responsible for Western Transition has been recommended.
- With respect to resources, existing arrangements within the GNWT administration should either be affirmed or revised to ensure effective implementation of Western transition measures by the administration.
- Finally, it is proposed that direction will be provided through letters. Samples are provided in Appendix I to this report. Appendix II provides a summary of this report's recommendations.

Recommendation:

- That this report provide a framework for decisions made by Western Ministers and the Western Caucus and form the basis of an "operational" plan for the transition to a Western Territory. In addition, each should confirm their respective roles and ensure that there are adequate transition resources.

Section 12

Schedules and Timelines

Topic:

The agenda facing Western Caucus as a whole and Western Ministers and Western MLAs individually is already extremely complex, with many issues and interests already competing for attention. The outlook for the next eighteen months is even more cluttered. To avoid being overloaded, or swamped in detail, Western Ministers and Western MLAs will have to establish priority issues, many of which will be unfolding concurrently.

Factors:

To assist in the necessary planning, this section provides two charts which lay out, in different formats, the key events between the fall of 1997 and April 1, 2001, and the timing of the recommendations contained in this report. Examples include:

- the timing of budgets;
- the size of Cabinet and the Assembly;
- elections in the West;
- appointment of a Western Commissioner and Senator;
- hiring of Nunavut public servants and the concurrent down-sizing of GNWT structures; and
- external or intergovernmental events of note.

The charts were developed to include only high-level factors requiring the direct attention of the Western Caucus. Many items were excluded as they were so detailed as to be better dealt with by others, primarily staff in departments and/or agencies.

Recommendation:

That Western Caucus review the charts with a view to developing a work plan up to the flall 1999 election that will provide for enough time to deal with the critical issues on a priority basis.

Timelines by Function
(For Discussion Purposes Only)

Timeline	MANDATES		INTERGOVERNMENTAL AGREEMENTS (EXAMPLES ONLY)					BUDGET		ELECTIONS		LEGISLATION			APPOINTMENTS		INTER-GOVERNMENTAL MEETINGS	LAND CLAIMS/ SELF GOVERNMENT	WESTERN CONSTITUTION	SIGNIFICANT EVENTS
	Cabinet	Legislature	GNWT to 1999	West/ Nunavut	West/ Federal	West/ Provincial	West/ Circumpolar	Nunavut	West	Nunavut	West	Federal	West	Nunavut	Federal	NWT (West)				
1991 April			•Labour Force Agreement	•Public Services •PUB/WCB •Health Care •Jails •Education •Trans-Boundary Environment •Assets and Liabilities •Registries/ Titles/Vital Statistics	•Education •Aboriginal Health •Prisons •Statistics •RCMP •FORMULA •Devolution												•Annual Premier			•Diavik Environmental Review •Federal Jobs Move North •BHP Opens •Nunavut Hiring
October			•FORMULA 95-99																
1996 April					•Base funding parameters												•Western Premier (YK)			
October										?		•Nunavut NWT Act amendments			•West Senator •New Commissioner?		•Annual Premier			
1999 April					•New Formula Agreements											•New NWT Cabinet				
October																	•WCB Conf YK			
millennium															•Current NWT Commissioner Expires		•Western Premier		millennium	
2000 April																	•Annual Premier			
October																	•Western Premier			
2001 April																	•Annual Premier			

Timelines by Responsible Authority

(For Discussion Purposes Only)

	1997		1998		1999		2000		2001
	April	October	April	October	April	October	April	October	April
Federal Government	• Formula financing talks and notification of financial parameters (eg. base funding)			• Nunavut and NWT Act amendments • Cabinet submission re: Nunavut implementation	• Selection of Commissioner and Deputy Commissioner for Nunavut	• Termination of Interim Commissioner • Swearing in of Nunavut Commissioner and Deputy Commissioner • New Formula Financing agreements take effect • Nunavut Act and NWT Act into force	• Cabinet submission • Expiry of term of NWT Commissioner		
Government of the Northwest Territories	• Budget preparation		• Interim budget preparation						
Legislative Assembly	• Transfer of responsibility for elections • Budget review/approval								
	Committees	Session	Session	Committees	Committees	Session	Session		
Date						April 1, 1999 Division of Nunavut and the Western NWT			
Western Caucus/ Assembly/ Government	• NWT Act preparation			• Interim (3 month) budget review • Selection of Senator and Commissioner	• Cabinet expanded • Speech from throne • 1999-2000 budget	• Election	• Budget preparation/review • New cabinet • Speech from the throne		• Budget preparation/review
Interim Commissioner/ Nunavut Caucus/ Nunavut Government	• Interim Commissioner • Nunavut Act amendments preparation		• Nunavut public service hiring	• Election	• Commissioner appointed				
External	• Western Constitutional Process • Diavik environmental review • Federal budget		• Yellowknife positions declining • UNW contract expires	• Plebiscite on Western Constitution • Federal budget • NWTPC contract expires		• NWTTA contract expires	• Federal budget		• Federal budget

Section 12

Schedules and Timelines

Topic:

Agenda is already crowded and may become overloaded if not carefully managed

Factors:

- many issues competing for attention
- must establish priority decisions, many of which will unfold concurrently
- two charts designed to assist in selecting key issues and establishing timelines to respond
- examples include:
  - timing of budgets
  - size of Cabinet and Assembly
  - elections in the West
  - appointment of a Western Commissioner and Senator
  - hiring of Nunavut public servants and down-sizing in the West
  - external or intergovernmental events of note
- charts are done at high level and include issues requiring direct attention of Western MLAs

Recommendation:

- That Western Caucus review the charts with a view to developing a work plan up to the fall 1999 territorial election that will provide for enough time to deal with the critical issues on a priority basis.

Appendix I

Draft Letter To Minister Todd Re: Meeting With Interim Commissioner Anawak/Nunavut Caucus/Cabinet Committee On Division

Dear Minister:

The Western Caucus of the Legislative Assembly of the Northwest Territories recently met to review the state of transition planning for the creation of the new Western Territory and to discuss the steps necessary to ensure that the process is as smooth as possible. One of the key conclusions to emerge from that session was that good communication needs to be a critical component to the success of this initiative.

To that end, I am writing on behalf of Western Ministers and Caucus to request that you coordinate a meeting or meetings with the Interim Commissioner for Nunavut, the Nunavut Caucus and the Cabinet Committee on Division to outline the Western Caucus's approach to Western transition planning issues. In light of the tight timelines facing us all, I suggest that we meet at an early date. The agenda items of most concern to us would include the following:

- update on planning in the West and Nunavut (e.g., elections, staffing, budget processes);
- work plans and schedules for issues of mutual interest (e.g., transition costs, federal funding, public service restructuring, shared services, etc.); and
- coordination of ongoing communication.

If you believe that such a session would be useful, please have your office contact Mr. David Hamilton, Clerk of the Legislative Assembly to discuss details including timing, agenda and logistics.

We look forward to working with you on this important initiative.

Minister Responsible for Western Transition

Appendix I

Sample Action Letter on Western Senate Representation

Right Hon. Jean Chretien, PC, MP
Prime Minister
Government of Canada
Langevin Block
Ottawa, Ontario

Dear Prime Minister:

On April 1, 1999, two new territories will officially join Confederation. As you know the federal and territorial governments, along with Inuit representatives, have been involved in a comprehensive planning process which will soon lead to implementation of a Nunavut administration that needs to be operational by April 1, 1999. The Government of the Northwest Territories remains committed to working with the federal government and all other parties to realize the creation of a Nunavut Territory.

Division of the existing Northwest Territories also means that a new territory will be created in the West. A number of initiatives are currently underway to determine the kind of government that Western residents will have in their new territory. Self-government, as contemplated under the federal government's inherent rights policy, is an example of the dynamics that will shape government in the West in the years to come.

While the future of government in a new Western Territory may take some time to evolve, measures are required to ensure that there is a smooth transition in the West leading up to and after April 1, 1999. A number of these measures will be developed and implemented by Western Members of the current Legislative Assembly and Cabinet. However, there are others which require involvement and action by the federal government.

My Western colleagues in the Assembly and Cabinet have asked that I bring to your attention the matter of Senate representation for a new Western Territory. I realize that Senate representation is a sensitive national issue which requires serious consideration before decisions are made; however, with only eighteen months remaining until the formal creation of two new territories, it is timely that the federal and territorial governments examine the Western Senate representation issue.

Please have your officials contact _____ who I have designated as the lead territorial representative on this file.

I look forward to informally discussing this matter with you at the upcoming First Ministers Conference or in the new year during our next Team Canada trade mission.

Yours sincerely,

Don Morin
Premier

Appendix II

Section 2 Recommendations:

- That Western Ministers and Caucus take immediate steps to initiate a strategy to rebalance and accelerate the agenda associated with the creation of two new territories; and
- That Western Caucus implement a communications strategy to inform all stakeholders of the steps that are being undertaken to ensure the successful launch of the new Western Territory.

Section 3 Recommendations:

- That Western Ministers and the Western Caucus continue to re-priorize or update their existing political and policy agenda taking into account increasing demands which will result from transition planning and implementation as outlined in this report.
- That Western Ministers and the Western Caucus not undertake major legislative or policy reform and reorganization initiatives which should be left for the post-division Western Territory.

Section 4 Recommendations:

Timing

- That by January 1, 1998, at the latest, Western Ministers and the Western Caucus make decisions on their roles and mandates for the remainder of the current Assembly and that some decisions will also have been made on transition measures relating to the legislative, executive, administrative and judicial branches of government.

Relations with Nunavut Caucus and New Nunavut Territory

- That by January 1, 1998, at the latest, decisions will be made on a "Corporate Strategy" which will include cooperative and supportive measures with the Nunavut Caucus, the Interim Commissioner and the new Nunavut administration prior to and following April 1, 1999.

- That the corporate strategy take into account how cooperative and supportive measures involving delivery of some programs and services by the West on behalf of the Nunavut administration will benefit both territories and generate employment and economic benefits for the West until Nunavut is prepared to assume program and service responsibility.

Rebalancing the Focus

- That the roles and responsibilities of Western Ministers, the Western Caucus and Western MLAs, changes to institutions, and transition measures proposed in this report will clearly demonstrate a rebalancing of the focus to include more emphasis on what is required in the West, including the resources required to effectively implement Western transition measures.

Legislative Branch

- The following are transition recommendations for the legislative branch:
  - That a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the federal government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
  - That the above amendment will not prejudice any further restructuring of the legilsative branch in the West resulting from the work of the Constitutional Working Group.
  - That the Western Caucus instruct the Assembly's Clerk to make recommendations for a process to review and make recommendations on the number of seats which will be required to represent Western constituents in a new Western Assembly.
  - That the Western Caucus instruct the Assembly's Clerk to provide recommendations and transition plans on the most effective legislative committee structures after April 1, 1999, and after an October 1999 territorial general election.
  - That transition measures should respect the convention that the number of Ordinary Members should remain a majority in the Assembly and that the number of Ordinary Members should be sufficient for conducting the business of the Assembly.

Executive Branch

- That the Premier designate a Minister Responsible for Western Transition and provide the Minister with a mandate to ensure effective coordination and communication of Western transition measures with other Ministers, the Assembly, Western Caucus, Nunavut Caucus, Interim Commissioner, the administration and other external stakeholders.

- That the number of Ministers be increased by two for the transition period between April 1, 1999, when Eastern Ministers leave, and a fall 1999 territorial general election in the West and that these Ministers be selected after April 1, 1999, or the Nunavut general election.

- That the Cabinet Committee on Division change its name and focus to Transition Planning for both the West and Nunavut.

Administrative Branch

- That the Western Transition Minister be provided with the resources from within the administration necessary to implement his mandate.

- That the Cabinet Secretary inform the GNWT administration of the need to rebalance its focus and place more emphasis on Western transition measures as directed by the Premier and Cabinet.

- That the Division Secretariat assume a more proactive coordinating role within the GNWT on Western transition measures.

Judicial Branch

- That the Minister of Justice be directed to prepare a report on the implications of division for the judicial branch of government in a new Western Territory.

Commissioner's Office

- That the Premier take the lead role on measures relating to the appointment of a new Commissioner prior to or by April 1, 1999, including preparation of letters of instruction from the DIAND Minister on the new Commissioner's role and mandate.

Section 5 Recommendations:

- That the West's "corporate" strategy for future relations with Nunavut should involve an "active offer" for the provision of some programs and services and that this strategy should be approved or rejected by January 1, 1998.
- That early communication involving the Minister of Finance and the Western Transition Minister with the Interim Commissioner be initiated to determine whether he is interested in the "active offer" and which program or service areas where intergovernmental agreements should be developed.
- That appropriate GNWT Ministers and the administration negotiate intergovernmental agreements with the Nunavut Interim Commissioner for the provision of these programs and services, based on the following principles or criteria:
  - agreements will be contracts which outline binding obligations of both parties;
  - agreements will include cost plus and administration fees provisions;
  - agreements will be multi-year contracts with notification provisions for major agreements;
  - agreements will include provision that Western transition costs, particularly as they relate to the eventual layoff of Western employees, will be borne by the federal government; and
  - Western program and service levels are not compromised.
- That the Western Caucus should request that the FMBS Minister prepare a list of programs and services that could be provided to Nunavut by November 1, 1997.

Section 6 Recommendations:

1998-99 Budget

- That the Western Caucus support the continued use of the current committee system for the review of the 1998-99 Budget; and
- That as part of the review of the Phase II Transition Plans, Western Caucus question the Minister of Finance on the fiscal and financial aspects of creating two new territories.

1999-2000 Budget

- That the Western Caucus carefully follow the formula financing negotiations;
- That Western Caucus recommend a process for the 1999-2000 fiscal year that would see:
  - the Minister of Finance instruct all departments to prepare multi-year budgets for the two new territories as per the usual process, but for planning purposes only; and
  - the Minister of Finance instruct departments to prepare interim budgets for the new Western Territory for the three months following the beginning of the 1999-2000 fiscal year;
- That the nine Ordinary Members of the Western Caucus form a Special Committee to review the interim supply bill in time for implementation on April 1, 1999; and
- That the Ordinary Members Special Committee also make recommendations on the planning budgets to the new Western Cabinet, thereby facilitating the preparation of the Speech From the Throne and final 1999-2000 budget for the new Western Territory.

2000-2001 Budget

- That the Western Caucus recommend that the preparation of the budget for the 2000-2001 fiscal year follow the normal budgetary cycle; and
- That the Western Caucus request that the Premier initiate the preparation of a Transition Document for the 14th Legislative Assembly of the new Western Territory.

Section 7 Recommendations:

Human Resource Issues

- That the Western Caucus write to the Ministers of RWED and FMBS asking that they initiate a comprehensive review of the jobs to be lost, devolved or decentralized as a result of division and self-government and the impact this would have on the economy;

- That Western Caucus urge the Minister responsible for the FMBS:

  - to finalize a comprehensive workforce adjustment program to ensure that all employees affected by division or self-government will be treated fairly;

  - to ensure that any costs of such a program be covered by the federal government as an incremental cost; and

  - to put in place a system to ensure that employees receive adequate information at an early stage, to assist them in planning their careers.

Service Levels

- That the Western Caucus write to the Minister of Resources, Wildlife and Economic Development and the Minister of Finance to request a review of the West's economic situation and an update on possible solutions, many of which are already under way (transfer of federal government positions to NWT, new economic development initiatives, infrastructure development, etc.)

Public-Private Partnerships

- That Western Caucus work with the Minister of RWED on the development of a publicity campaign designed to market the investment, economic and lifestyle advantages of the new Western Territory;

- That Western Caucus begin preparing a position in response to the second diamond mine in the Lac de Gras area, scheduled to begin environmental review this fall; and

- That Western Caucus write to the Minister of RWED recommending that he actively pursue the federal government to provide economic development assistance to offset the negative impact of federal initiatives such as the cuts to formula financing, reduced regional development programming and the creation of two new territories.

Section 8 Recommendations:

- That the Premier take the lead on measures required to have a new Commissioner appointed prior to or on April 1, 1999, including preparation of letter(s) of instruction on the Western Commissioner's role and mandate.
- That the Premier take the lead on measures required for the appointment of a Western Senator prior to or on April 1, 1999.
- That the Western Transition Minister take the lead on measures required to coordinate the appointment of Western Territorial representatives to federal boards and agencies prior to or on April 1, 1999.
- That a one time interim amendment to the *NWT Act* dealing with the number of MLAs be pursued with the federal government and that a strategy be developed for implementation of this amendment by Parliament, including, if necessary, a consequential amendment through the *Nunavut Act*.
- That the above amendment will not prejudice any further restructuring of the legilsative branch in the West resulting from the work of the Constitutional Working Group.
- That the Western Transition Minister be designated as the lead for developing and implementing a strategy designed to promote Western interests and objectives at the federal and provincial/territorial intergovernmental levels. This strategy will include a protocol outlining the roles of Western MLAs in implementing the strategy.

Section 9 Recommendations:

- That the Western Transition Minister regularly inform the Western Caucus about transition measures that various Western stakeholders are taking to prepare for a new Western Territory.
- That the Western Transition Minister develop a strategy for providing strategic advice and support on transition planning to various Western stakeholders and coordinate its implementation by other Ministers and the GNWT administration.

Section 10 Recommendations:

- That Western Ministers and the Western Caucus commit itself to a proactive communications approach.
- That the Western Caucus write to the Minister responsible for Division asking that he coordinate a meeting or meetings with the Interim Commissioner for Nunavut, the Nunavut Caucus and the Cabinet Committee on Division to outline the Western Caucus's approach to Western transition planning issues (see draft letter in Appendix I).
- That a press conference be held to:
  - outline the approach to transition planning adopted by the Western Caucus (for examples see Section 11);
  - state the schedules and timelines that will have to be met to ensure a smooth transition (see Section 12); and
  - release the letters on all key matters during the transition process (see Appendix I).
- That on an ongoing basis, Western Ministers and Western MLAs should use existing tools, such as constituency newsletters, meetings and statements in the Assembly to convey messages to the public about transition planning in the West.
- That the Western Caucus write to the Minister for the FMBS seeking the development of regular information bulletins for GNWT staff covering such topics as implementation planning and schedules, pension matters, work force adjustment options, etc.
- That Ministers provide Caucus with regular updates on transition planning and have information prepared for distribution to the media and public, with particular emphasis on the business community, municipal councils and Aboriginal organizations to allow them to take account of changes as part of their business planning cycles.

Section 11 Recommendation:

- That this report provide the framework for decisions made by Western Ministers and the Western Caucus and form the basis of an"operational" plan for the transition to a Western Territory. In addition, each should confirm their respective roles and ensure that there are adequate implementation resources.

Section 12 Recommendation:

That Western Caucus review the charts with a view to developing a work plan up to the fall 1999 election that will provide for enough time to deal with the critical issues on a priority basis.